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# Chapter 5: The Plan of Action



Veterans Park Trail

A plan of action is a set of implementation strategies for transforming concepts into reality. The proposed greenway system in Lexington-Fayette County is a direct outgrowth from concepts and implementation recommendations proposed in previous plans throughout the years. Throughout the nation, all successful community-wide Greenway Programs have one important thing in common -- a commitment on the part of community leaders to integrate the resources required to fully implement the greenway vision. Many communities have chosen to integrate greenways into the existing institutional fabric of local government. Other communities have chosen to form public-private partnerships in order to implement a Greenway Program. It is important that a course of action be taken that takes advantage of the opportunities and strengths found within Lexington-Fayette County. All actions regarding greenways must aim at achieving the goals and objectives outlined in Chapter 3, and the Greenway Plan outlined in

Chapter 4. An evaluation of the program's success should be conducted periodically, as discussed in Section 5.4.

## 5.1. IMPLEMENTATION STRATEGY

The first step in the implementation of the Greenway Master Plan is its adoption by the Greenspace Commission. Subsequently, the Urban County Planning Commission must hold public hearings and adopt the Greenway Master Plan as an element of the 2001 Comprehensive Plan Update. Once the Greenway Master Plan is officially adopted, it is recommended that the following steps be taken:

1. The implementation of the Greenway Master Plan will necessitate the development of a Greenway Program, with new staffing, budgeting, policies, standards and procedures (see Section 5.2, "Greenway Program" and Section 5.3, "Procedures").

2. While existing tools and techniques for regulating land use, such as the Engineering Manuals, Zoning Ordinance and Subdivision Regulations, will continue to be used, these documents will need to be reviewed to determine if any amendments are necessary to achieve the goals and objectives of the Greenway Program. Changes to the Engineering Manuals are not expected.
3. In addition to the above mentioned documents, it is recommended that regulations and policies, such as an ordinance and procedural manual, be created and adopted to meet the needs of a Greenway Program. The new documents should include: pertinent information about the Program, such as the roles of various divisions, committees, staff and non-profits; procedural information regarding facility development, acquisition and management; and standards used in facility design, construction and maintenance. It is therefor recommended that a Greenway Ordinance be written to establish the Program and outline these roles and responsibilities. Administrative policy regarding procedures and standards could be written as a Greenway Manual and adopted by reference in the Ordinance (see Section 5.3, “Greenway Procedures”). It is not expected that the Ordinance or Manual will add costs to new development.
4. Seek out funding sources for the acquisition, planning, design and construction of greenway facilities (see Section 5.3, “Greenway Procedures”).
5. Develop an action plan to implement each goal and objective listed in Chapter 3. Indicate how the goal/objective is addressed in the Greenway Plan (Chapter 4), and identify actions that need to be taken for its implementation. Then, establish indicators to measure the success of the strategy (see Section 5.4, “Evaluation”).
6. Along with regulatory mechanisms, implementation will include the development of a strategy that promotes the Greenway Program to the public. Successful implementation of the Plan is dependent upon the support and acceptance of the greenway system by LFUCG staff, public and elected officials.

## **5.2. GREENWAY PROGRAM**

### **The Role of Staff and Associated Parties**

The implementation of the Greenway Program will require a concerted effort by various public and private parties. Coordination of greenway activities among the various government entities, committees, commissions and non-profit organizations is essential. A successfully implemented and properly managed Greenway Program, at the scale envisioned, will require its own administrative structure. There are numerous ways to approach the administrative needs of the Greenway Program, ranging from an entirely new department to selecting a non-profit organization to lead in greenway efforts. Five different organizational structures have been considered, and a description of the advantages and disadvantages of each is described in Appendix E.

It is recommended that a Greenway Coordinator, within the Chief Administrative Officer's (CAO) Office, should lead in the management of the Greenway Program. The Coordinator would work with the Greenspace Commission, the Greenway Coordinating Committee, other boards or committees, elected officials and non-profit organizations. The Greenspace Commission would give input on policy issues. The Greenway Coordinating Committee, whose members are comprised of LFUCG staff from the various divisions, would coordinate the administration of the Greenway Program, then report back to their respective divisions to implement the decisions made by the Committee.

A description for the various greenway responsibilities is described below.

### **Role of Greenway Coordinator**

The LFUCG should create a new position of Greenway Coordinator to administer the Greenway Program. The position will be under the Chief Administrative Officer (CAO) and will be responsible for coordinating all aspects of greenway projects. The Greenway Coordinator will act as chair of the Greenway Coordinating Committee, and as liaison with the Greenspace Commission, other non-profit organizations, boards and committees.

### **Role of Greenway Coordinating Committee**

The LFUCG Greenway Coordinating Committee will become the lead entity for all greenway activities, including the coordination of policy, projects and budgeting. The mission of the Committee will be

the implementation of the greenway system through a cooperative effort between government departments. The Committee will serve the needs of the Greenway Program through a team approach under the leadership of the Greenway Coordinator. The Committee will act as an administrative clearinghouse for all aspects of the Greenway Program, such as planning, funding, prioritization, acquisition, design, construction and management.

The current ad hoc Committee will need a formalized structure, with procedures, roles, responsibilities and membership legally specified. It is imperative that the Committee be given authority in the implementation of the Greenway Master Plan, a line-item budget for operational expenses and the needed staffing to achieve its goals.

Greenway projects may be initiated by the Committee, or the Committee may act as the review board for projects from other sources. This holistic approach will ensure uniformity and consistency in the application of design and maintenance standards. It has the added advantage of allowing all involved staff to be informed of ongoing and planned projects.

Suggested members and responsibilities of the Committee are as follows:

*Department of Public Works:*

- Division of Engineering: stormwater management, water quality and erosion control, stream bank stabilization, planning, design, project administration, conservation education
- Division of Streets and Roads: maintenance, construction
- Division of Traffic Engineering: signage, street systems

*Department of General Services*

- Division of Parks and Recreation: planning, design, project administration, maintenance, recreational/event programming
- Division of Property Management: maintenance, site amenities

*Department of Administrative Services*

- Division of Planning: development plan review, planning commission action, updates to plans and regulations, acquisition, planning, design, urban forestry, transportation planning,

bike/pedestrian coordination, environmental planning

*Other Staffing on an as-needed basis*

- Law
- Historic Preservation/Cultural Resource
- Health/Fitness
- Naturalist
- Public Outreach
- Board of Education
- Police
- Fire and Emergency Response

**Role of the Mayor and Urban County Council**

The Mayor and Urban County Council will be called upon to support this Master Plan. They will need to work with the various departments inside the LFUCG to determine the most effective implementation strategy for the county-wide greenway system. This will include engaging in unique public-private partnerships, determining an appropriate financing strategy for the Greenway Program, and defining appropriate coordinated capital improvement projects that maximize the use of Urban County resources. The Mayor and Urban County Council will also be viewed as the ultimate "Champion" of this Plan and will need to exhibit appropriate leadership toward the goals and objectives defined herein.



Volunteers for Reforest the Bluegrass

**Role of the Department of Public Works**  
**The Division of Engineering**

The Division of Engineering will develop plans, plus design and administer the construction of most elements of the greenway system, with oversight from the Greenway Coordinating Committee. Engineering will be responsible for conservation greenways and trail facilities associated with alternative transportation. This will include property



acquisition, on-road facilities, off-road facilities, stormwater and floodplain management, stream bank stabilization, riparian plantings, reforestation and trail design. The Division will also address water quality issues, which can be improved through enhancing or preserving the natural vegetation in greenways. In addition, the Division of Engineering will be responsible for coordinating and implementing watershed education programs as they relate to greenways.

#### **The Division of Streets and Roads**

The Division of Streets and Roads will construct hard surfaces, such as sidewalks or paved trails, that are a part of the greenway system. This division will perform maintenance (sweep trails) and perform minor repairs.

#### **The Division of Traffic Engineering**

Traffic Engineering will be instrumental in incorporating signage and markings into new road projects. These important elements can complement the greenway system by providing necessary links on-road where none exist off-road.

#### **Role of the Department of General Services**

#### **The Division of Parks and Recreation**

The Division of Parks and Recreation will provide input for the planning, design, construction and management of greenways, with oversight from the Greenway Coordinating Committee. This will include property acquisition, off-road facilities, riparian plantings, landscaping, and trail design for recreational greenways within or adjacent to any park. In addition, the Division of Parks and Recreation will be responsible for coordinating and implementing fitness and nature programs and events as they relate to greenways.



Kirklevington Park

#### **The Division of Property Management**

The Division of Property Management will be needed to maintain greenways that are not maintained by the Division of Parks and Recreation.

#### **The Division of Planning**

The Division of Planning will support the Greenway Coordinator, as necessary, when updating this Master Plan and portions of other plans and regulations pertaining to greenways. The Division will facilitate the acquisition of land designated for greenways through the land development planning process. Divisional planners for greenspace, transportation, environment, and urban forestry will assist in the planning and design of greenways, and will review development plans and subdivision plans for compliance with regulations regarding greenways.

#### **Role of the Greenspace Commission**

The principal responsibilities of the Greenspace Commission in the implementation of the Greenway Program should be policy, decision-making and advocacy. Working with the Greenway Coordinator and Greenway Coordinating Committee, the Commission should hear issues and assist in establishing policies for greenways -- in the context of both the comprehensive greenway system, and within the broader, county-wide Greenspace as a whole. The Commission should advocate for the Greenway Master Plan and educate non-profit organizations, businesses, schools, neighborhoods, elected officials and the general public about greenways. Commissioners could actively encourage and support such groups to become active participants in the funding, development and management of greenway projects. The Commission should become a non-profit organization, increasing its potential for fundraising and land acquisition. An annual work plan should be done by the Commission to identify the goals they would like to accomplish for the year, and the course of action necessary to achieve those goals.

#### **Role of Non-profit Organizations**

The most successful greenway programs throughout the country have non-profit organizations working to gain funding, develop citizen interest, promote public education and adopt trails for maintenance. Lexington-Fayette County already has several successful non-profit organizations, including the Fayette County Neighborhood Council, Friends of the Park and Friends of McConnell Springs. Town Branch, Inc. is a group of interested citizens who are

actively engaged in the development of a trail along Lexington's Town Branch. Non-profit organizations associated with the Greenway Program will work with the Greenway Coordinator and Greenspace Commission.

### **Role of Civic Organizations**

Local civic groups and organizations, including the Junior League, Boy Scouts and Girl Scouts of America, garden clubs, YMCA, Kiwanis, Sierra Club, Retired Senior Volunteer Program (RSVP) and Rotary Clubs can be participants in the Lexington-Fayette County greenway system. There are many ways in which civic organizations can participate in the development of the greenway system. They can play a vital role in building sections of greenway trails, maintaining and managing greenway facilities and co-hosting events that raise money for the greenway system. The most appropriate involvement can be determined by matching the goals and objectives of each organization to the needs of the Greenway Program. The involvement of such organizations should be coordinated through the Greenway Coordinator.

### **Role of Local Businesses and Corporations**

Lexington-Fayette County businesses and corporations might choose to sponsor a segment of greenway for development or maintenance. Businesses and corporations can work with the Department of Public Works or Division of Parks and Recreation to provide money, materials, products and labor for the development of a greenway facility. Businesses can also consider installing facilities, such as bike racks or lockers, benches, and signage that link their operations to the greenway system through partnership programs.

### **Role of Individual Citizens**

Local residents who are interested in the development of Lexington-Fayette County's greenway system can participate by agreeing to donate their time, labor, and expertise. Through an Adopt-a-Greenway Program, residents might choose to partner with a friend, or form a local neighborhood group, to adopt a section of greenway for maintenance and management purposes. Individuals could help patrol trails during daylight hours or volunteer to plant trees, shrubs, and flowers along segments of greenways. The involvement of such individuals should be coordinated through the Greenway Coordinator.



Public Workshop

## **5.3. PROCEDURES**

The logistics of how the Greenway Program will be implemented and followed by all divisions, organizations, developers and property owners need to be written as policy. The regulations should include procedural provisions and standards for the planning, acquisition, facility development (design, construction) and management of greenways.

### **Planning**

The Greenway Coordinator and the Greenway Coordinating Committee will work closely with the Division of Planning, the Division of Engineering, the Division of Parks and Recreation, and other organizations inside and outside the LFUCG to direct planning activities related to greenways. Procedures should be created for the planning and review of potential greenway projects. Review of greenway projects must be based on their compliance with the Greenway Master Plan, and any other applicable regulations. Projects may be generated from various divisions, non-profit organizations, neighborhood associations, or the Coordinating Committee itself.

The Coordinating Committee should have an annual work plan that identifies greenway projects to be started in the next fiscal cycle. The plan would include a course of action, so that divisions and organizations would know their responsibilities and could plan accordingly. Actions may include corridor master planning, grant writing, acquisition, design, construction, maintenance, repair, programming, public outreach, plan/regulation updates, and evaluation of the Greenway Master Plan implementation.

Once the work plan is determined, a budget must be prepared to implement the projects identified. It will

be the responsibility of the Greenway Coordinating Committee to develop the annual budget for the Greenway Program. Using the expertise of the Committee members, the budget is agreed upon by the Committee and disbursed from a central account. The Committee does, however, have the flexibility to make modifications as unanticipated needs or opportunities arise. Appendix F shows estimates of typical greenway costs.

Adequate funding for the Greenway Program is imperative for a successful implementation of the Greenway Master Plan. Funding will probably come from numerous sources. The Greenway Coordinator will be responsible for identifying potential sources and obtaining the necessary funding. Potential sources are listed in Appendix G.

### **Acquisition**

The Greenway Coordinating Committee will be responsible for identifying properties to be acquired for the greenway system. Normally, properties in the Expansion Area will be acquired at the time of new development. In existing neighborhoods, greenways will be acquired or developed during capital improvement projects, or as particular greenway projects are funded. The determination for greenway acquisition should be based on the Greenway Master Plan, as outlined in Chapter 4, and on a prioritization ranking. Such prioritization criteria are listed in Appendix H.2.

The Greenway Coordinator will oversee the acquisition of greenways, which may be acquired through various methods. Land can be dedicated to LFUCG or a non-profit organization. In other circumstances, greenways may be purchased, an easement may be granted, or it may be part of a park reservation. Methods for acquisition of greenways are discussed in Appendix H.

It is preferable that the acquisition of greenway properties be done as early as possible in the subdivision/zoning planning process, before any adjacent development begins. This is to protect the greenway during construction, and to have the greenway in place before lots are sold. This would ensure the integrity of greenways during the construction of adjacent lots and streets. It is recommended that signs and/or protective fencing be placed along the greenway for identification.



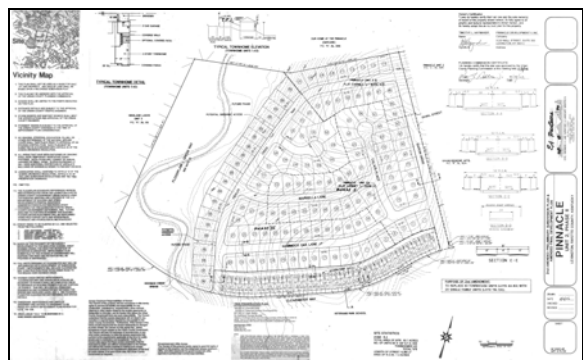
Highland Lakes Subdivision

### **Facility Development**

Development of greenway facilities is different from other types of LFUCG facility development. It may involve a combination of reforestation, stream restoration, establishment of riparian buffers, flood mitigation or construction of trails. It will be important for the Greenway Coordinator to bring together property owners, neighborhoods, the development community and the various LFUCG divisions to ensure that appropriate greenway links are developed while protecting the environment.

Facility development includes corridor/site inventory and analysis, site planning or corridor master planning, engineering, and construction. The Greenway Coordinator will oversee the implementation of these functions with input from the expertise of the Greenway Coordinating Committee. Facility development should follow adopted standards for access, trail design, buffers, setbacks, site amenities, plant material and environmental protection. See Appendix I for examples of design guidelines.

The greenway and trail system should be incorporated into new development and subdivision plans. The exact boundaries and location for all



Typical Development Plan



trails (including Tertiary Trails), should be determined during the review process of such plans and plats by the Division of Planning.

Chapter 4 outlines the general location and use of the greenway system. Master plans will need to be done for individual greenway corridors to determine specifically the appropriate type and level of use along the corridor. Each corridor master plan, or site plan for a segment of a corridor, should involve residents from the surrounding neighborhoods, as well as adjacent property owners and businesses.

After the corridor master plan has been completed, detailed construction documents will be produced for the project, as well as a detailed cost estimation and assignment of responsibilities. The actual construction of greenway facilities, such as trails, habitat restoration, and stream restoration will take place, depending on the type of use appropriate for the greenway corridor. Construction and development operations could be phased, as necessary, to meet budget and time constraints.

### **Facility-Management**

Facility management should begin immediately after a greenway facility has been constructed. Successful management includes proper maintenance, safety, security and appropriate programs to encourage public participation. Policies should be adopted to ensure uniform and suitable management of all greenways. Examples of management policies are found in Appendix J.

Maintenance regimes for all greenways should follow adopted protocols and standards. Greenways should be designed with the long-term goal of having a consolidated, low-maintenance or no-maintenance system. Eventually, the maintenance of greenways should shift to either a specialized LFUCG maintenance crew, or to contract-labor, based on a revised unit-price contract. Until that time, the Greenway Coordinator will work with Property Management, Parks and Recreation, and Streets and Roads to maintain the greenways. The Greenway Coordinator will direct maintenance activities and work with property owners, neighborhood associations, service organizations, civic groups, and other volunteers for help with minor general maintenance. See Appendix J.5 for information on an Adopt-a-Greenway Program.

Safety is a duty and obligation for all public facilities. In order to provide a standard of care that offers reasonable and ordinary safety measures, the LFUCG shall cooperatively develop safety and security policies for the greenway system. The policies must be well defined and coordinated with law enforcement officials and any other entities, such as a Neighborhood Watch or Adopt-a-Trail organization. See Appendix J.8 for examples of measures for safety and security. Additional sections in Appendix J discuss recommendations concerning trail rules, risk management and liability.

Some greenways may support programming for activities, such as environmental studies and recreational sporting events. Such programming can be accomplished by the LFUCG or by private sponsors. Environmental, cultural and fitness education can take place along greenways. Special signage can be installed to interpret local landmarks and landscapes. Programs promoting fitness can be coordinated with health associations and hospitals. Educational programs can be coordinated with local school systems and universities.



Signage: Rules of the Trail

### **5.4. EVALUATION CRITERIA FOR ACHIEVING GOALS AND OBJECTIVES**

The level of success in the implementation of the Greenway Master Plan should be evaluated on a timely basis. Plans need to be reviewed to determine if they are still applicable and relevant. The review should focus on the questions - How well have the goals and objectives been realized? Does the

greenway system need alterations? What new issues need to be addressed, and is the Greenway Program headed in the right direction? Were the recommendations in the implementation chapter feasible and applicable in achieving the Plan's goals?

It is suggested that criteria be established that evaluate the successful implementation of the greenway system, based on the goals and objectives discussed in this Master Plan. Measurable indicators may be identified, such as statistics on increased bicycle ridership, air quality, reforestation, health indicators, safety, property values, economic savings in flood mitigation, tourism, number of greenway events, number of users, educational programs, interpretive signage, protected cultural resources and habitat restoration.

One approach to developing an evaluation system might use the following example:

**Greenway Benefit from Chapter 1:** Greenways serve as habitats for many species of plants and wildlife, and are primary migratory corridors.

**Goal from Chapter 3:** To develop and implement a greenway system that preserves, protects and restores the natural resources of Lexington-Fayette County, and to establish the greenway system as green infrastructure.

**Objective from Chapter 3:** Promote sensitivity to wildlife by establishing habitat and migration corridors where possible.

**Plan Development from Chapter 4:** Identify locations for conservation corridors.

**Implementation Action and Evaluation:**

<b>Action #1</b>	New policy that requires site inventories of existing wildlife and habitat during corridor planning stage.
<b>Indicator</b>	Corridor plans that are sensitive to existing wildlife habitat in the location of trails or human activities.
<b>Indicator</b>	Increased migratory movement.

**Action #2** Construction standards that use best management practices for conservation corridors to reduce pollutant loads.

**Indicator** Water quality data.

**Action #3** New policy that promotes the use of native plant material and bio-diversity.

**Indicator** Less exotic plant species per acre and increased number of plant species.

**Action #4** Maintenance standards developed that protect riparian vegetation.

**Indicator** Fewer incident reports of damaged plants or encroachment into riparian zones.

**Action #5** Programs and events that educate the public on natural resources and stewardship.

**Indicator** Less litter in greenways.

**Indicator** Number of events.

**Indicator** Number of participants.



Cane Run